

WICKLOW COUNTY COUNCIL

PLANNING & DEVELOPMENT ACT 2000 (AS AMENDED)

PROPOSED MATERIAL ALTERATIONS TO

Proposed Variation No. 1 to

Wicklow County Development Plan 2016-2022

PLANNING DEPARTMENT
WICKLOW COUNTY COUNCIL
COUNTY BUILDINGS
WICKLOW

FEBRUARY 2018

CONTENTS

Section	Title	Page
Section 1	Introduction	3
Section 2	Proposed Material Alterations to Proposed Variation No. 1	5
Section 3	SEA determination	16
Section 4	AA determination	17

1. Introduction

Proposed Variation No. 1 of the Wicklow County Development Plan 2016-2022 went on public display between 02 August 2017 and 15 September 2017. The aim of the consultation process was to enable the public and interested parties to give their observations on the proposed variation.

The reason for this variation was to ensure consistency between the County Development Plan and the follows local area plans:

- (a) Rathdrum Local Area Plan 2017 (adopted);
- (b) Arklow & Environs Local Area Plan 2018 (adoption process still ongoing)
- (c) Bray Municipal District Local Area Plan 2018 (adoption process still ongoing)

In particular, the preparation of a new draft Local Area Plan for the entire Bray Municipal District, which will encompass the settlements of Bray, Enniskerry, Kilmacanogue and their environs, require a number of corresponding amendments to the County Development Plan; the adopted 2016-2022 County Development Plan includes the Level 5 and Level 6 plans for Enniskerry and Kilmacanogue, and as the new LAP will update and subsume these plan areas, it is necessary to delete these plans from the County Development Plan, in the interest of clarity and to allow these plans to be amended through the LAP, rather than County Development Plan review process.

During the public consultation period, a total of **4 submissions** were made. Following this period of public consultation, the Chief Executive prepared and distributed to the elected members of the County Council a report on the submissions received, including his opinion thereon and any recommended alterations to the proposed variation.

The Manager did not recommended any alterations to the proposed variation on foot of the submissions received; however, as the elected members resolved to make amendments to the concurrent draft Arklow & Environs Local Area Plan and the Bray Municipal District Local Area Plan such amendments having consequent affects on the proposed variation, the members resolved at their meeting of 22 January 2018 to make any necessary alterations to the proposed variation.

As these alterations to the proposed variation are considered 'material', in accordance with Section 13 (6)(a) of the Planning Act (as amended), these proposed material alterations are herewith placed on public display for a period of **not less than 4 weeks** and written submission or observations are invited.

Purpose of this Document

The function of this report is to set out the proposed alterations to the proposed variation in order for the public and other interested bodies to consider same and make a submission on any proposed alterations if so desired. Written observations or submissions regarding the proposed alterations to the proposed variation are invited from members of the public and other interested parties. Written submissions or observations must be received between 09 February 2018 and 09 March 2018.

The Chief Executive will then prepare a further report on any submissions or observations received during the above time period and subsequently submit this to the elected members for their consideration. Having considered the proposed alterations to the proposed variation and the Chief Executive's Report, the elected members may make, with or without alterations, or they may refuse to make, the proposed variation.

Format of document

The proposed alterations to the proposed variation are set out in Section 2.

Strategic Environmental Assessment and Appropriate Assessment of the proposed variation are set out in Sections 3 and 4.

2. Proposed Material Alterations to Variation No. 1

Published Proposed Variation – proposed additions are shown in red and deletions in blue strikethrough

Proposed alterations are shown in purple

PV	Text	Source of alteration
1.1	1.3 Structure of the Plan	
	The plan consists of a written statement and plans that indicate the development objectives for County Wicklow.	No alteration proposed
	Volume 1 of the plan contains the primary written statement including the 'Core Strategy' and main chapters of the plan.	
	Dlume 2 contains a set of town / settlement plans for the following settlements: Ashford, Aughrim, Avoca, Baltinglass, Carnew, Donard, Dunlavin, aniskerry, Kilmacanogue, Laragh-Glendalough, Newcastle, Roundwood, Shillelagh and Tinahely.	
	Volume 3 contains the appendices to the plan that inform and clarify the broader strategic context of the written statement.	
	Separate Local Area Plans are in place, or will be in place, for the following towns: Bray MD, Wicklow-Rathnew, Arklow, Greystones-Delgany and Kilcoole, Rathdrum, Blessington and Newtownmountkennedy. These Local Area Plans are reviewed and made under Sections 18, 19 and 20 of the Planning and Development Act, and as such do not form part of the CDP. However, the CDP does provide the key parameters for these Local Area Plans such as the future population and housing targets and sets out the broad strategy for the future economic and social development of these towns.	

PV	Text	Source of alteration
1.2	2.4.5 Zoning This development plan sets the population and housing targets for all 21 'towns' in the County up to 2028. However, it only provides 'zoning' for 13 settlements, the remainder of the settlements having their own stand-alone 'Local Area Plans', which will be reviewed after the adoption of this County Development Plan.	Bray MD LAP – proposed amendments January 2018.
	The zoning provisions of this plan and future LAPs are based on the population figures set out in Table 2.4 (which includes a 15% 'compensatory headroom' inflator), rather than the housing stock growth figures set out in Table 2.7.	Arklow & Environs LAP – adopted February 2018
i	Local Area Plans (LAPs)	Undated Consus
	It is planned that these LAPs will be adopted during 2017-2019 period, in order of timeline priority (i.e. according to the date when each existing plan is due to expire). Each LAP will cover a period of 6 years (the latest plan to be reviewed having a timeline of 2019-2025) and zoning will generally be provided on the basis of the land needed to meet a 6 year horizon, plus 3 years zoning 'headroom' or 'market factor' ¹ , as recommended in the Development Plan Guidelines issued by the Minister. The horizons utilised for each plan will also be cognisant of the fact the LAPs have the potential to be extended to last for up to 10 years, but no plan will include a timeline beyond 2028. The only exception to the rule will be the zoning provisions for the Bray MD Local Area Plan 2018, which shall have a horizon up to 2025 only. It is considered likely that between 2016 and 2022 that the population targets for the County and the Bray MD will be revised in light of the findings of Census 2016, the provisions of the new National Planning Framework (NPF) and the Regional Spatial and Economic Strategy (RSES). In this uncertain context, it is considered appropriate at this stage that the County Development Plan shall put in place a structure to meet the shorter term target only, which will provide for sufficient zoned land to meet the 2022 population target plus headroom.	
	Zoning Table 2.8 to follow shows the zoning requirements for the LAP towns, up to the year 2025, plus headroom. This table shows that some the majority of current LAPs do not have sufficient zoned land available to meet the 2025 population target (the exceptions being Blessington and Rathdrum which are very slightly 'over-zoned' to the tune of 2-3 hectares each). The review of each LAP will ensure that each plan is consistent with the County Development Plan 'Core Strategy'.	

¹ "Headroom" or "market factor" which is 'extra' land that should be zoned over and above the minimum amount needed to accommodate the population target. Headroom is provided so as to allow for greater location choice and deal with any land supply inflexibility which may arise. This is not the same as the 'compensatory headroom' provided for in Table 2.4 for the towns in the County, which is to allow for towns that are unable to growth due to infrastructural deficits.

Other Town / Settlement Plans

With respect to the remaining towns and settlements, their plans form part of this County Development Plan and are therefore being adopted with a 2016-2022 horizon. Zoning is therefore provided on the basis of the land needed to meet the 2022 population and housing targets, plus 3 years 'headroom'.

Zoning Table 2.9 to follow shows the zoning requirements for these settlements / towns, up to the year 2022.

<u>Level 5:</u> The majority of the town plans adopted for these towns prior to the review of this County Development Plan had a surplus of zoned land having regard to the population and housing targets set out in this plan. This was in the main due to the revised population targets included in this plan, as well as previous take up of land for housing development altering the headroom proportion². Where a surplus was identified, the surplus land has been either re-designated for an alternative, non-residential use, or as a 'Strategic Land Bank' (SLB). The only exception is Enniskerry where a deficit was identified. Therefore the new Enniskerry town plan forming part of this CDP includes additional zoned land to address this deficit.

<u>Level 6:</u> These are 'settlement plans' that don't have the same detailed zonings as LAPs or Level 5 'town plans'. The amount of residential development that is facilitated in these settlements is therefore not a function of the amount of 'zoned' land, but is dictated by the population and housing objectives set out in the CDP and the 'settlement plan' itself.

² For example, where it is determined that 100 acres of zoned housing land is required to achieve a certain housing target, a total of 150 acres may be zoned to allow for market choice or headroom (i.e. 50% headroom). If however 50 acres is developed, the 'headroom' proportion would increase to 100% (i.e. only 50 acres needed for development, yet 100 acres remain zoned).

Table 2.8 Wicklow LAP Settlements – Housing and Zoning Requirements

Future Plan Type	Settlement	Population 2011 2016	Housing Stock 2011 2016	Core Strategy Population Allocation 2025	Total Housing Unit Requirement 2025	Housing Unit Growth Requirement 2011-2025	Housing Unit Growth Requirement + headroom 3	Housing Yield of existing zoned land ⁴	Shortfall/ surplus (UNITS)	Method of addressing shortfall / surplus
LAP	Bray	29,339 29,624	11,518 11,225	38,119	17,651	6,133 6,426	7,934 8,227	4 ,689 6,453	-3,245 -1,774	Note 1
LAP	Arklow	13,066 13,313	5,459 5,396	21,247	9,838	4 ,379 4,442	5,726 5,789	4,000-5,726 5,678	-1,726	Future LAP Balance Note 2

Note 1: A future LAP for Bray town and environs shall address the zoning shortfall in Bray. This new plan shall comprise a 'Bray Municipal Area Local Area Plan' which shall replace the existing Bray Town Development Plan and the Bray Environs Local Area Plan, and shall encompass all settlements in the Municipal District including Kilmacanogue and Enniskerry. 8,227 units This is the housing unit growth target for Bray for the 2025 2028 horizon plus headroom. However, as set out above, the zoning provisions for Bray provided in the Bray MD Local Area Plan shall meet the 2025 horizon only i.e. population target of 38,119 and housing unit requirement of 17,651.

Note 2: The discrepancy between 5,789 units and the capacity of the zoned land in the 2018 Arklow & Environs LAP is due to amendments made during the plan making process.

³ Equivalent of +3 years zoning i.e. to meet '2028' target

⁴ As per plans adopted pre 2015 and any lands zoned through this plan

Amend Table 2.9

Table 2.9 Other Wicklow Settlements – Housing and Zoning Requirements

Plan Type	Settlement	Population 2011 2016	Housing Stock 2011 2016	Core Strategy Population Allocation 2022	Total Housing Unit Requirement 2022	Housing Unit Growth Requirement 2011 2016- 2022	Housing Unit Growth Requirement + headroom ⁵	Housing Yield of proposed zoned land	Shortfall/ surplus (UNITS)
Level 5	Enniskerry	1,940 1,889	642 640	2,302	1,017	375	4 70 472	4 70 472	Balance
Level 6	Kilmacanogue (extended to include Kilmurray)	799 934	277 374	897 1,003	396 443	119 69	151 107	151 110	Balance

 5 Equivalent of +3 years zoning i.e. to meet '2028' target

Additional changes consequent

On foot of the proposed material amendment No. X to the Bray MD Local Area Plan, which entails the extension of the boundary of Kilmacanogue to include the rural cluster of Kilmurray and open countryside in between, it will be necessary to reflect this change in Table 2.4 of the County Development Plan i.e. the additional population of this area to included in the Level 6 town of Kilmacanogue is to be deducted from the target for the 'rural clusters' and 'open countryside' as follows:

Table 2.4 Population targets for County Wicklow 2022, 2025, 2028

Designation	Town	2011	2022	2025	2028
Consolidation Town	Bray	29,339	36,237	38,119	40,000
Large Growth Town I	Wicklow / Rathnew	13,468	20,283	22,141	24,000
Large Growth Town II	Arklow	13,066	19,494	21,247	23,000
Large Growth Town II	Greystones/ Delgany	17,208	21,603	22,801	24,000
Moderate Growth Town	Blessington	4,780	6,540	7,020	7,500
Moderate Growth Town	Newtown	3,073	4,967	5,483	6,000
Small Growth Town	Ashford	1,484	2,675	3,000	3,250
Small Growth Town	Aughrim	1,315	1,758	1,879	2,000
Small Growth Town	Baltinglass	1,786	2,572	2,786	3,000
Small Growth Town	Carnew	1,145	1,698	1,849	2,000
Small Growth Town	Dunlavin	793	2,134	2,500	2,750
Small Growth Town	Enniskerry	1,940	2,302	2,401	2,500
Small Growth Town	Kilcoole	4,063	4,669	4,835	5,000
Small Growth Town	Rathdrum	1,638	2,843	3,171	3,500
Small Growth Town	Tinahely	956	1,308	1,404	1,500
Rural Town	Avoca	717	835	868	900
Rural Town	Donard	179	257	279	300
Rural Town	Kilmacanogue	799	897 1012	923- 1038	950- 1065
Rural Town	Newcastle	817	1,065	1,132	1,200
Rural Town	Roundwood	780	1,052	1,126	1,200
Rural Town	Shillelagh	426	571	610	650
TOTAL		99,772	135,761	145,576	155,200
TOTAL		33,112	135,646	145,461	155,085
Compensatory headroom			15%	15%	15%
	Large Villages	3,296	3,620	3,710	3,800
	Small Villages	1,346	1,610	1,680	1,750
	Rural clusters	892	1,060 995	1,100- 1035	1,150 1085
	Open countryside	31,334	33,375	33,938	34,490
	Open countryside	31,334	33325	33888	34,440
RURAL TOTAL		36,868	39,665	40,428	41,190
		·	39,550	40,313	41,075
COUNTY TOTAL		136,640	158,000	167,000	176,000

PV	Text	Source of alteration
1.3	Ashford, Aughrim, Baltinglass, Carnew, Dunlavin, Enniskerry, Tinahely	No alteration
	This volume of the Wicklow County Development Plan 2010-2016 comprises land use plans for Level 5 towns in the County. The purpose of these plans is to put in place a structure that will guide the future sustainable development of each settlement. These plans, in conjunction with the County Development Plan will inform and manage the future development of the town. The aim of these plans is to establish a framework for the planned, co-ordinated and sustainable development of each settlement, and to enhance and facilitate the balancing of economic, social and environmental infrastructure in order to maintain and develop a high quality of life without compromising the protection of the environment and the needs of future generations. Level 5 settlements in County Wicklow are the smaller towns of the County that provide important economic and social services to their populations and immediate hinterland. Such towns normally have a good range of infrastructural services and are suited to accommodating urban generated housing demand.	proposed
	In the past, Local Area Plans would have been adopted for most Level 5 towns. However, changes to the Planning Act in 2010 allow the Planning Authority to incorporate development plans for towns with a population of less 5,000 into the County Development Plan. This County Development Plan therefore includes the development plans for Ashford, Aughrim, Baltinglass, Carnew, Dunlavin, Enniskerry and Tinahely , while Local Area Plans are being maintained for Kilcoole (the plan for Kilcoole having been combined with the Greystones – Delgany LAP in 2013) and Rathdrum , given their planned population targets and / or their acknowledged higher order function in the settlement hierarchy. The development plan for the town of Enniskerry previously formed part of the County Development Plan but has been subsumed into the Bray Municipal District Local Area Plan.	
	1.2 Population and Housing	
	The 2022, 2025 and 2028 population targets for Level 5 towns are provided in the Core Strategy of this County Development Plan. The duration of those Level 5 plans included in this County Development Plan is 2016-2022 ⁶ . Therefore housing needs are on the basis of facilitating the achievement of the 2022 target.	
	In their zoning provisions, these plans also provide for "headroom" or "market factor" which is 'extra' land that is zoned over and above the minimum amount needed to accommodate the 2022 population target. Headroom is provided so as to allow for greater location choice and deal with any land supply inflexibility which may arise. The basis for calculating the necessary 'headroom' for the plan period i.e. up to 2022, has been the housing unit requirement over the period 2022-2025 i.e. plus 3 years.	

⁶ As the Local Area Plans for Kilcoole and Rathdrum will not be adopted until the 2017-2019 period, the duration of these future plans will be up to 2025.

The 2011 population and housing unit figures are derived from the 2011 Census. As the Census 'town boundaries' do not always necessarily match our plan boundaries, the Census figures have been amended where required, using additional data sources such as the CSO 'Small Area Population Statistics' and the An Post GeoDirectory.

The number of housing units required in 2022 is based on an assumed average household size of 2.41 in 2022 and the 'excess factor' of 6.5% as set out in the 'Core Strategy' of the County Development Plan.

Plan Type	Settlement	Population 2011	Housing Stock 2011	Core Strategy Population Target 2022	Total Housing Unit Requirement 2022	Housing Unit Growth Requirement 2011-2022	Housing Unit Growth Requirement + headroom
Level 5	Ashford	1,484	531	2,675	1,182	651	858
Town	Aughrim	1,315	592	1,758	777	185	278
Plan	Baltinglass	1,786	769	2,572	1,136	367	521
	Carnew	1,145	491	1,698	750	259	365
	Dunlavin	793	313	2,134	943	630	840
	Enniskerry	1,940	642	2,302	1,017	375	4 70
	Tinahely	956	419	1,308	578	159	231

PV	Text	Source of alteration
1.4	Volume 2: Enniskerry Town Plan	
		No alteration
	Delete entire plan	proposed

	Text	Source of alteratio
5	Avoca, Donard, Kilmacanogue, Newcastle, Roundwood, Shillelagh	
	gg	No alteration
	This volume of the Wicklow County Development Plan 2016-2022 comprises Land Use Plans for Level 6 towns in the County (with the exception of Kilmacanogue). Level 6 settlements in County Wicklow are the smallest 'towns' of the County, but still provide important economic and social services to their populations and rural hinterland. Such towns normally have a reasonable range of infrastructural services and are suited to accommodating some urban generated housing demand, with necessary controls in place to ensure that local demand can also be met. Level 6 'Rural Towns' are differentiated in the County Development Plan from Level 5 'Small Growth Towns' having regard to their more rural character, the rural nature of their catchments and the lower capacity for significant growth. The plans for these settlements started being incorporated into the County Development Plan in 2002 and this plan format and adoption process has now been reinforced by changes to the Planning Act in 2010 which specifically allows for objectives for towns under the LAP threshold (5,000) to be included in the County Development Plan. The development plan for the town of Kilmacanogue previously formed part of the County Development Plan but has been subsumed into the Bray Municipal District Local Area Plan. Therefore this volume shall take the following format: Section 1: Sets out the high level strategies and objectives that are common to all Level 6 towns Section 3: Sets out detailed plans for Level 6 settlements: Avoca Donard Kilmacanogue Newcastle Roundwood	No alteration proposed

1.2 Population and Housing

The 2022, 2025 and 2028 population targets for Level 6 settlements are provided in the Core Strategy of this County Development Plan.

The duration of these plans is 2016-2022. Therefore housing needs are on the basis of facilitating the achievement of the 2022 target. The 2011 population and housing unit figures are derived from the 2011 Census. As the Census 'town boundaries' do not always necessarily match our plan boundaries, the Census figures have been amended where required, using additional data sources such as the CSO 'Small Area Population Statistics' and the An Post GeoDirectory.

The number of housing units required in 2022 is based on a predicted average household size of 2.41 in 2022 and the 'excess factor' of 6.5% as set out

in the 'Core Strategy'.

Plan Type	Settlement	Population 2011	Housing Stock 2011	Core Strategy Population Target 2022	Total Housing Unit Requirement 2022	Housing Unit Growth Requirement 2011-2022	Housing Unit Growth Requirement +headroom
Level 6	Avoca	717	282	835	369	87	120
Settlement	Donard	179	92	257	114	22	37
Plan	Kilmacanogue	799	277	897	396	119	151
	Newcastle	817	313	1,065	471	158	211
	Roundwood	780	326	1,052	465	139	195
	Shillelagh	426	200	571	252	52	83

PV	Text	Source of alteration
1.6	Volume 2: Kilmacanogue Settlement Plan	
		No alteration
	Delete entire plan	proposed

P۱	/	Text	Source of alteration	
1.7	7	Volume 3 – Appendices To so amend (a) Wicklow landscape categories and (b) Wicklow Wind energy Strategy as necessary to reflect any changes to 'urban area' boundaries	No alteration	
		arising from the adoption of the Rathdrum, Arklow & environs and Bray Municipal District Local Area Plans.	FF	

3. Strategic Environmental Assessment determination

PV	Proposed Material alteration	Need for assessment
1.1	No alteration proposed	n/a
1.2	No alteration proposed	n/a
1.3	The alterations proposed to Core Strategy tables and targets are necessitated on two grounds as follows: a. To include updated Census data b. To address the proposed extension of Kilmacanogue boundary to include rural cluster of Kilmurray and intervening lands.	Determination regarding whether or not the proposed material alteration to the variation would be likely to have significant effects on the environment required.
1.4	No alteration proposed	n/a
1.5	No alteration proposed	n/a
1.6	No alteration proposed	n/a
1.7	Alteration to landscape character assessment and Wind Energy Strategy on foot of boundary changes to Arklow, Bray, Enniskerry, Kilmacanogue and Rathdrum urban settlement boundaries	n/a

Proposed Variation 1.3

Assessment:

- a. Use of the updated data has altered the housing growth targets for Bray (increase) and for Kilmacanogue (decrease). To achieve such target changes, it may be necessary to zone additional lands, increase the density of existing zoned land or otherwise amend the objectives of the Bray MD Local Area Plan. Such changes may give rise to **significant effects on the environment** and therefore are required to undergo Strategic Environmental Assessment.
- b. The proposed extension of the Kilmacanogue boundary, which provides for previously unzoned open countryside and lands designated as a 'rural cluster' to be designated apart of the Level 6 Rural Town with associated change in development objectives and controls, may give rise to significant effects on the environment and therefore are required to undergo Strategic Environmental Assessment.

Determination:

It is determined that Proposed Variation 1.3, as proposed to be materially altered may give rise to **significant effects on the environment** and therefore are required to undergo Strategic Environmental Assessment.

The changes that give rise to potential **significant effects on the environment** are the subject of 'proposed material amendments' to the Bray MD Local Area Plan, which is undergoing Strategic Environmental Assessment concurrently as part of that plan process.

This Strategic Environmental Assessment (of the Bray MD LAP) is appended to this report and the finding and assessment contained in that report, are deemed to address any significant effects on the environment arising due to the proposed material alteration to Proposed Variation 1.3.

4. Appropriate Assessment determination

PV	Proposed Material alteration	Assessment of potential for likely significant effects on European Sites
1.1	No alteration proposed	No potential for significant effects.
1.2	No alteration proposed	No potential for significant effects.
1.3	The alterations proposed to Core Strategy tables and targets are necessitated on two grounds as follows: c. To include updated Census data d. To address the proposed extension of Kilmacanogue boundary to include rural cluster of Kilmurray and intervening lands.	No potential for significant effects.
1.4	No alteration proposed	No potential for significant effects.
1.5	No alteration proposed	No potential for significant effects.
1.6	No alteration proposed	No potential for significant effects.
1.7	No alteration proposed	No potential for significant effects.

Determination:

The proposed Material Alterations to the Variation were screened for potential significant adverse impacts on European Sites in County Wicklow and within 15km of the County boundary. This was determined by assessing the potential for significant impacts on the qualifying interests.

It was considered that significant adverse impacts would not be likely due to the benign nature of the Variation and the protective policies engrained within Wicklow Development Plan 2016-2022, (as listed in Table 4.1 of the NIR).

Therefore, it has been determined by Wicklow County Council that it is possible to rule out likely significant impacts on any Natura 2000 sites. It is the view of Wicklow County Council that it is not necessary to undertake any further stage of the Appropriate Assessment process.